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Foreword

Two features have characterised the past century and have influenced the pace and direction of human history, above all others. First, the remarkable developments in the march of science and technology, transforming our view of the physical world, and bringing with it material progress and environmental degradation in equal measure. Second, the quite unprecedented ideological wars that have in significant measure impacted the lives of all peoples across the world: the tyrannies of religion, race, nationalism, and of the politics of both the left and the right, and more recently the spectre of terrorism. Closer home in South Asia, the young countries that broke out of the colonial yoke, continue to struggle in the pursuit of the ideals and the vision of their founding fathers. Such struggles are the substance of political philosophy – of systematically examining the relations between man and man and the value system that should animate our everyday lives.

In India, as elsewhere in the world, the importance of understanding not merely the impersonal forces of economic development – natural and man-made – but to understand the dynamics of human relationships and the motives that guide human action as a necessary condition for a just, equitable and humane world, is only now being appreciated. This urgent need must drive us to examining the root of the human condition. Where we come from, where we are today, where we appear to be going, and where indeed we want to go, and how to get there. Among the many philosophic underpinnings of such an enquiry will be the balance between the two essential goals of Liberty and Equality. A perfect balance is perhaps unattainable but the nearest approximation that will allow the blossoming of the human spirit without which there will be no ‘choice’, and developing a social conscience that will help feed the hungry, provide homes for the homeless, and opportunity for the disadvantaged, should be the first principle.

As we move forward, each of the triumvirate - the State-Market-Community – will have to work in tandem to foster the greater good of the greatest numbers. The Public Affairs Centre, in its work as a civil society organisation, must play an important role in advancing a scientific, empirical and evidence based approach to India’s development path and help strengthen both participation and accountability in the governance process. It should be guided by the sagacious and prescient advice of Mahatma Gandhi and I quote

"I will give you a talisman. Whenever you are in doubt, or when the self becomes too much with you, apply the following test: Recall the face of the poorest and the weakest person you may have seen, and ask yourself if the step you contemplate is going to be of any use to him. Will he gain anything by it? Will it restore him to a control over his own life and destiny? In other words, will it lead to swaraj for the hungry and spiritually starving millions? Then you will find your doubts and yourself melting away." Unquote.

It is my conviction that the PAC will demonstrate this in all the work that it does and will play its role in the remarkable transformation that we are all part of.

Justice. M.N. Venkatachaliah
Chairman,
Public Affairs Centre
“Be the change you want to see in the world”.
- Mahatma Gandhi

“Be ready to change your goals, but never change your values”
- Dalai Lama

"Where the mind is without fear and the head is held high, where knowledge is free ..... into ever-widening thought and action, into that heaven of freedom, my Father, let my country awake”
- Rabindranath Tagore
The Development Challenge

At the threshold of seventy years of independence, India is young – both as a nation and a people. She is also aspirational – seeking her place as a global economic power in the comity of nations. We should look back with legitimate pride at the substantial economic and social development that we have achieved. India is today one of the fastest growing economies of the world; the poverty ratio has fallen significantly and the number of absolute poor is also on the decline; India’s long-term growth prospects remain high; and with the introduction of the Goods and Services Tax, India as a common market is set to make substantial efficiency and productivity gains. Yet, chronic agrarian distress, widespread malnutrition, poor school education outcomes, and growing inequality are real indicators that the foundations of progress remain fragile. India remains a work in progress, her success limited, and her performance well below the capabilities of her people. The daunting task of ‘ending poverty and ignorance and disease and inequality of opportunity’, that our first Prime Minister Jawaharlal Nehru articulated as central to India’s tryst with destiny, remains incomplete.

The UNDP Human Development Report 2016 ranks India 131 out of 188 countries surveyed. The 2015 India Health Report: Transform Nutrition and the 2016 Global Nutrition Report have shown that more than one in three children (under 5 years of age) are stunted (38.7%), while almost one of two women in the reproductive age is anemic (48.1%). The 2017 Global Food Policy Report ranks India at 97 of 118 with a score of 28.5 which is ‘serious’ on the Global Hunger Index Severity Scale. Three important facts that emerge deserve attention. First, that after 70 years of independence, poverty, hunger, and inequality are disturbingly persistent for certain populations and in certain geographies. There is therefore the urgent need to prioritise equity and inclusion as key governance objectives in India’s path of development. Second, we must recognise and understand the patterns of exclusion if our development strategy has to reach out to those being left behind. Third, in a patriarchal hierarchy, poverty and gender inequality coalesce resulting in women bearing a disproportionate burden of its adverse impact – malnutrition, morbidity, illiteracy, discrimination and exploitation. Martha. C. Nussbaum sums this up poignantly, in her insightful study on gender and development in India, that women are ‘...treated as mere instruments of the ends of others – reproducers, caregivers, sexual outlets, agents of a family’s general prosperity...’ (Nussbaum, 2000). There is need to understand better the special problems women face because of gender and enable their full capabilities to manifest, without which our ability to confront poverty and underdevelopment will be seriously constrained.

The optimism about India’s growth prospects has often been prone to exaggeration. While India is expected to grow rapidly over the coming decade, a higher degree of empiricism would infuse much needed circumspection. A recent study ‘Asiaphoria Meets Regression to the Mean’ (Pritchett and Summers, 2014), points out that global history teaches that abnormally rapid growth is rarely persistent, regression to the mean is the empirically most salient feature of economic growth. In addressing the development
challenge, the means are as important as the ends, but the problem of choice – of striking the right balance between the state and the market – remains confused and unresolved. While there are many spheres in which the government does well – law and order, defence, foreign policy, international trade, macro-economic policy – there are others in which it does not do at all well. Quite simply, for India, the quality of governance on an economy wide basis will be the key. The pace of reform has been slow and incremental; the state’s ability to deliver quality services has been constrained by poor capacity at the last mile; and the reluctance to empower the local governments at the third tier has been widespread. There is no more efficient path in a vast and diverse country and a plural society, than to enforce the principle of subsidiarity, to respond to the urgent need for a principled distribution of tasks between the constitutionally mandated three tiers of government. Besides the distance between the governed and the government, the complacency that often pervades public governance can result in what David Runciman, in his fascinating attempt to answer the question why democracies keep lurching from success to failure, describes as the ‘Confidence trap’ in a democracy (Runciman, 2014).

The vulnerability of individuals, households and communities is based on everyday issues like resource constraints or marginal status, compounded by inadequate access to institutions of the state or the market alike. Enhancing access, improving the quality and the adequacy of services, expanding community participation in governance, and ‘learning by doing’ are, in our view, important steps to build resilience to mitigate the effects of government or market failures. We believe that community agency, especially of the women, by which the poor and the disadvantaged are transformed from mere beneficiaries to become agents of change, is a necessary condition for sustainable, inclusive and equitable development. It is here that civil society plays an irreplaceable role in something that only the community can do – holding the state to account, preventing institutional decay, and building community capacity for participatory governance.

The Public Affairs Centre (PAC) as a think tank does this, not through adversarial engagement but by fostering evidence led, community based, context specific, and resource sensitive action. PAC partners with governments to help make interventions that enhance the efficiency and productivity of ‘praxis’. PAC remains engaged in ‘research to action’, giving voice to disadvantaged populations. It is our conviction that evidence based, innovative, and technology driven interventions for human development do make a difference and transform lives. Our effort moving forward will be to build and strengthen alliances and generate critical mass. This report captures in essence, our work this past year. We want you to tell us how we might do better next year – the common good must be the common cause that binds us.

Gurucharan Gollerkeri
Director
WHO WE ARE AND WHAT WE DO
Who we are

While PAC completes 23 years of its commitment to good governance, it may be useful to revisit its cherished history that the team takes pride in sharing. The birth of PAC is a story in itself – the idea for a tool to improve governance that created a stir when implemented! Dr. Samuel Paul, the Founder of PAC completing his stints as Director, Indian Institute of Management (IIM) Ahmedabad and Advisor at the World Bank, decided to settle down in Bangalore and was disturbed by the varying degrees of apathy of various civic agencies - public agencies not being accountable for their performance, and civil society or citizens in general not knowing what to do to demand accountability from them. With a select group of friends, he designed and implemented the first Citizen Report Card (CRC) exercise that comprised a survey of users of various public services to hold up a mirror to those civic agencies whose services they had used; all this is very lucidly narrated in the memoirs of Dr. Paul ‘A Life and its Lessons’. Since then, the idea and the institution have grown, and currently, PAC is one of the nine distinguished think tanks in India to be part of the ‘Think Tank Initiative’ consortium led by IDRC, Canada. It is also one of the twenty-four prestigious think tanks of South Asia to be represented on the Think Tank Map of the International Centre for Climate Governance (ICCG), Italy.

PAC’s vision is taken from a statement made by Dr. Paul – ‘a leap of faith, guided by a vision to enhance the quality of our nation’s governance through an active interaction of civil society with the State’. This is because the creation of PAC was probably the first civil society-led institutional initiative to mobilise a demand for good governance in India. PAC’s mission equally reflects its commitment towards good governance – ‘improving governance in India by strengthening civil society institutions in their interaction with the state’. The Centre’s mission is to identify and promote initiatives that facilitate a pro-active role by citizens to enhance the level of ‘public accountability and performance’.

To advocate transparency, accountability and participation – the three pillars of good governance, one needs to be a practitioner. The values that PAC as an institution and its team members follow, include

- **Integrity** in our commitment to our Vision,
- **Credibility** through consistent practice of transparency and accountability,
- **Non-partisanship** to maintain an independent stand on governance issues,
- **Constructive and participatory engagement** to reduce conflict, and democratic knowledge generation,
- Knowledge driven action for **informed advocacy** and interventions.
What we do

Advocacy for any cause cannot be successful unless backed by evidence. PAC firmly believes that only evidence-led advocacy involving all stakeholders of a service delivery value chain can lead to change. Evidence comes from rigorous research, and advocacy or action through partnerships with the right stakeholders at the right point of the value chain. However, both research and action require a systematic application of tools that assess and analyse report findings and present pathways for actionable policies. PAC has in its history of more than two decades pioneered and applied relevant tools that are now part of any repertoire of social accountability tools used by development practitioners. These include the:

**Citizen Report Card (CRC),** that is a survey-based stakeholder feedback tool for service delivery improvement - used by civil society to demand better services (informed advocacy), and service providers to diagnose gaps and initiate or strengthen reform measures;

**CRC⁺,** that makes an effort to enhance the diagnostic power of CRCs by going deeper into the factors that underline the problems, by using internal data from governments;

**Community Score Card (CSC),** that is a mixed approach tool using scoring of indicators to assess quality of service delivery by both communities of users and service providers, followed by creation of platforms for constructive engagement between the two for joint decision making;

**Climate Change Scorecard (CCSC),** that follows the CSC approach but adds the third dimension of environment/climate change, thus systematically integrating information on climate science, governance, and livelihoods;

**Community Led Environment Impact Assessment (CLEIA),** that is a participatory tool used to generate and identify possible impacts on environment of any activity/project, led by the community;

**Citizen Monitoring system,** that applies community based monitoring using simple measurement tools to monitor the on-ground quality of infrastructure - for instance road construction - against the normative standards prescribed. Community capacity building enables quality assurance by citizens in habitations that the road connects and combined with observation checklists, helps apply correctives.

**Public Affairs Index,** a data based framework for ranking the states of India on select governance indices, built around ten themes, twenty-five focus subjects and eighty-two specific indicators.

PAC has tested these tools across diverse sectors, geographies, populations, services, and found them flexible and applicable. To use these tools both vertically across various levels of government, and horizontally, across geographies and populations, the Groups in PAC have adapted and adopted these tools to suit the requirements of their projects.
RESEARCH AT PAC
Research at the PAC

The work at the PAC can be best described as ‘action research’ that is informed by the value of advancing the common good; motivated by the need for innovative interventions and implementation models on the ground; and the commitment to community participation and a collective process of knowledge generation and knowledge sharing. We take pride in the kind of action research we do – at the intersection of science, social science and people science – and the nature of our engagement – participatory centric, engaging stakeholders through all stages of the project. Our commitment to good governance propels us to engage with diverse principals – partnering governments, international and national development agencies, and the corporates committed to social responsibility.

As a not-for-profit Think Tank established in 1994, in the last 22 years the PAC has worked in diverse sectors. Our focus, is increasingly on the human development sectors, notably, Water and sanitation, primary health, school education, women and child development, and climate change and livelihood strategies. Our work typically targets three key objectives:

(a) Innovation in service delivery where state capacity is inadequate or poor and in a manner that the models demonstrated lend themselves to scalability and replicability;

(b) advocacy with and for the disadvantaged populations and geographies to catalyse impact of significant scale;

(c) better use of evidence and data in the design and implementation of public services to draw insights that add to the body of knowledge that other researchers and practitioners can draw upon.

The research groups in the PAC thus lead specific aspects of action research and focus on generating multiplier effects by collaborating with academic institutions and a wide network of civil society organisations. This gives us the depth and the reach necessary to engage with individuals, households and the community across the country.

Public Policy Research Group (PPRG) that conducts economic analysis and research on pertinent policy issues and develops practical recommendations for policy reform, design or redesign of policies for optimal outcomes;

Participatory Governance Research Group (PGRG) that deploys Social Accountability tools towards integration of stakeholder experiences and citizen-centric monitoring into policy implementation processes at the local, state and national levels;
Citizen Action Support Group (CAG) that facilitates citizens’ informed participation in the governance process to improve the quality of service delivery and enabling this through awareness, advocacy and capacity building;

Environmental Governance Group (EnGG) that engages in research and community action to strengthen sustainable development approaches by empowering citizens with knowledge and giving them voice in environment governance decisions;

Policy Engagement and Communications (PEC) Team that frames the research, and produces, synthesizes and disseminates PAC’s work amongst multiple stakeholders to strengthen and maximize its impact; and

Finance and Administration Team that forms the support services backbone of PAC as in the case of any other institutions.

The contributions of each of these Groups represent important steps towards achieving PAC’s vision of good governance and its mission of research to action and are presented in this Annual Report.
What we do?

Public Policy Research Group (PPRG) that conducts economic analysis and research on pertinent policy issues and develops practical recommendations for policy reform, design or redesign of policies for optimal outcomes.
Public Policy Research Group

The group engages in policy discourse through research, analysis and commentaries using the rights based approach with the aim of developing practical recommendations for policy reform. The work of the group centers around the Sustainable Development Framework with a focus on the human development sectors, notably, primary health, school education, women and child development, and sustainable livelihoods. In undertaking projects, the group’s emphasis has been two-fold:

(a) enabling implementation of a ‘rights based’ approach to policy design and,

(b) developing frameworks for data-based and objective measurement of governance.

A brief overview of its work is set forth below:

The Public Affairs Index 2017

The Public Affairs Index (PAI) is a data based instrument to measure the quality of governance in the states of India. The PAI 2017 report is on the same lines of PAI 2016, but is updated and more comprehensive in terms of data. PAI 2017 has 10 themes, 26 focus subjects and 82 indicators. The 2017 edition of the index includes a new study on inequality, which focuses on the extent of the gap existing between the various strata of society from an economic, social and gender perspective. PAI 2017 will be launched in May 2017.

A Study on the linkages between Women Empowerment and Human Development: Himachal Pradesh

The PAC, in collaboration with the Azim Premji University, undertook in-depth and on-ground research to understand the nature of and the factors contributing to the robust human development and a relatively high development trajectory that the state has demonstrated. The study explores the possible linkages between Women Empowerment, Health, Nutrition and Education (WEHENE). The team conducted primary field work in Chamba, Hamirpur and Shimla in December 2016.
Understanding the Last Mile Challenges in Service Delivery

Despite progressive policies, a wide range of targeted programmes, and governments committed to enhancing development, for the vast mass of the poor and the marginalized population at the bottom of the pyramid accessing basic entitlements – food and nutrition, education, healthcare, and livelihood – remains a serious everyday problem. While there has been considerable attention and funding provided to strengthen physical infrastructure – roads, schools, primary health centres – the implementation deficit persists across sectors, geographies and programmes, undermining outcomes. The Tehsil offices and the Gram Panchayats play an indispensable role in delivering the services to the people. Thus, this study involves visiting these two offices in select states to understand their roles and responsibilities in service delivery. The project envisages mapping of funds, functions and functionaries and explore policy options to strengthen capacities at the last mile. This year-long study will be conducted in collaboration with the Azim Premji University.

The Human Rights Index

The PAI 2016 was presented to the National Human Rights Commission (NHRC) at its regional conferences at Shillong and Bangalore. Based on the broad principles of PAI - a data driven, objective and transparent index, the NHRC has now assigned to the PAC the task of developing a composite index-based comparative framework that will enable NHRC to evaluate the levels of compliance of the states in protecting Human Rights.
Launch: In the Rear-View Mirror: Reflections of Chief Secretaries

The Public Policy Group published an anthology of 17 essays titled 'In the Rear-View Mirror: Reflections of Chief Secretaries', to examine governance in the country as seen through the eyes of the practitioners – the former Chief Secretaries of the states of India. This volume examines the evolution of the governance structure extant in our country over the last three to four decades. The book is an innovative contribution to the genre of governance literature in the country and includes the personal experiences of civil servants in the higher echelons of government in diverse sectors. It also dwells on the corruption in public life, giving a much-needed perspective to the informed citizen.
PARTICIPATORY GOVERNANCE RESEARCH GROUP

What we do?

Participatory Governance Research Group (PGRG) deploys Social Accountability tools towards integration of stakeholder experiences and citizen-centric monitoring into policy implementation processes at the local, state and national levels.
Participatory Governance Research Group

The group is dedicated to enhancing participatory governance – horizontal and vertical – on a government-wide basis. Three principles guide the work of this group: raising awareness on human development entitlements; fostering a ‘rights-based’ advocacy for the disadvantaged populations; and advancing gender equity in development praxis aimed at strengthening the agency of women. The group works closely with the community towards integration of stakeholder experiences and citizen-centric evaluation and monitoring of ground-level monitoring of policies and programmes. The focus of the group has been on water and sanitation, and women and child development from the perspective of reproductive health, and food and nutrition. The group works to improve inter-agency coordination in the implementation processes at the local, state and national levels using various social accountability tools such as Citizen Report Cards (CRC), Community Score Cards (CSC), CRC+, and Budget Analysis.

Some of its projects include:

Improving consumer voices and accountability in Swachh Bharat Mission – Gramin

This project has two main objectives - improving consumer voices and increasing accountability in India’s national sanitation programme-Swachh Bharat Mission – Gramin (SBM-G). It is a 3-year multi-stakeholder project implemented across 6 districts each in the states of Odisha and Tamil Nadu. The first round of CRC in this project was completed during 2014-15 and the second one was carried out during 2016-17.

The interventions (CRC, CRC+ and CSC) undertaken by PAC and its CSO partners have led to an increase in people’s participation in toilet construction, fund management and administrative processes. There has been an increase in accountability at the service provider level, such as timely and technology driven (online payments) fund flow, and improved manpower management. A unique ‘Advanced Media Mix Approach’ was pioneered in the districts of Odisha.
It was observed that the awareness among the beneficiaries on their eligibility for applying for an individual toilet, the application process, procurement of construction materials, design, construction, and subsidy was very low. Hence, in Tamil Nadu, a two-day training in six GPs in each district was conducted. Each training was attended by 30 select participants who were all VPRC/PLF/SHG members. Each trained member was motivated to contact at least 10 members in their respective villages and encourage them to apply for toilet construction in their houses. This training had a significant impact in the villages and in a period of two months, the number of applications for toilet construction increased appreciably in most of the villages where the persons who underwent training propagated the programme.

Following the training programme one of the villages in Tirunelveli District qualified to be declared an ODF (Open Defecation Free) habitation. Overall, the programme helped in improving awareness among the beneficiaries, motivating others to take advantage of the programme thus leading to an increase in the number of applications for toilet construction, giving impetus to the sustainable use of the toilets constructed.

**Improving access to information and public service delivery in the remote and backward districts of North-East India**

This unique project of “Improving the implementation of 10 national programmes in seven districts located in five states of North East India” and includes in its design, a mix of research and intervention, in now in its fourth and final year was both a challenge and an enriching experience. The CRC conducted by PAC in partnership with NEICORD and with the active support of ACTED created the momentum to use the findings for effective interventions that were again assessed through a subsequent round of another CRC (mid-term).

In the year 2016-17, PAC had conducted a training of trainers for the Mid-term CRC and a training of field enumerators in the project districts. PAC as the knowledge partner
designed the CRC questionnaires, and ACTED along with NEICORD conducted the CRC survey in seven districts of five states viz. Cachar, Goalpara, Ribhoi, Lawngtlai, Chandel, Churachandpur and Wokha covering 10 national programmes.

Based on the findings from the CRC, PAC analysed the data and shared the report with ACTED. The data showed that the awareness in the community on matters related to the schemes had increased between CRC 1 and the mid-term CRC. Interestingly, and understandably we might add, with higher awareness the level of dissatisfaction with regard to programme implementation had also increased. The community was beginning to understand their entitlements and this had raised their expectations on the adequacy and quality of service delivery. This was the power of knowledge at work.

**Evaluation of Public Service Delivery in Andhra Pradesh: A pilot Citizen Report Card study**

This project which commenced on-ground in the second half of 2016, will enable the government to collect and organize systematic feedback from multiple stakeholders. The assessment is expected to provide a good diagnosis of the critical problems with public services in terms of access, reliability, transparency & responsiveness. The pointers and insights from this CRC will help set an agenda for a programme design, service delivery process review, process reengineering and institutional reforms. This pilot aims to understand user experiences with regard to service delivery of select public services in urban and rural areas, the implementation deficit and make recommendations to make public service delivery efficient and outcome driven.

Additionally, the pilot will also look at building a baseline database and benchmarks to track progress, will adopt CRC methodology and replicate the same for the entire state. The year saw the finalization of questionnaires for each of the services and a field testing exercise in one of the selected districts in Andhra Pradesh. The data will be collected through the CAPI (Computer Assisted Personal Interview) method through hand-held tablets and uploaded for ‘live’ data viewing; a second-level data quality monitoring will also be carried out.
Assessment of Bangalore Water Supply Sewerage Board (BWSSB) Services

The Public Affairs Centre completed a study on ‘Assessment of Bangalore Water Supply Sewerage Board services’ the publications of which in Kannada and English have been released. On the request of BWSSB, PAC conducted a workshop for its staff to share the results of the study. During the workshop BWSSB staff discussed the findings and recommendations with the PAC team. Steps were also initiated by the BWSSB to implement the recommendations.

Examining Vulnerability of Migrant Construction Workers in Bangalore: An origin and destination Analysis

This study assessed the vulnerability of the migrant construction workers in Bangalore city and at their place of origin to understand the push and pull migration factors. It also studied a region (model village) where out migration of people had declined and they had attained a reasonable livelihood level. The study thus drew insights on factors that can stem distress migration and to foster more sustainable development in villages to bridge the rural-urban divide. The pilot aimed at analysing social and economic evolution of the migrant construction labourers from the place of origin to the place of destination. The study also sought to examine the vulnerabilities of migrant construction laborers from the urban governance perspective.

The study used qualitative research methods like focus group discussions (FGD) and unstructured interviews and therefore can be classified as exploratory research. Primary data was collected from the migrant construction labourers through structured interviews using an interview guide as well. The sample size comprised of 120 people where 40 construction labourers were interviewed in Bangalore, and two FGDs were held with 40 members of the community in their native villages in West Bengal state, were held.

Water is a key natural resource that is perhaps most affected by environment degradation, climate change, and rapid and unplanned urbanization. Water scarcity is now a serious concern in both rural and urban India. It is affecting livelihoods and the perilous depletion of ground water resources combined with the rapid degradation of surface water bodies poses a serious threat to long term sustainability. Yet, water insecurity is under-researched. PAC undertook the task of exploring water as an important research theme. An understanding of
water security was developed by analyzing programmes undertaken by the Government of India such as the National Drinking Water Security Pilot Project, the Indo-German Watershed Development Programme, the Pradhan Mantri Krishi Sinchayee Yojana as well as a civil society initiative led by Arghyam in drought prone districts of Maharashtra. Based on the literature review, PAC presented the research opportunities at a ‘Thematic Workshop’ held on October 6th, 2016 where experts who have substantial experience in water management were invited to give inputs and comments on the same.

PAC has also proposed to conduct a third-party assessment of the Vedavathi River Rejuvenation Project of the Project via a Citizen Report Card (CRC) exercise. The use of the CRC would facilitate an independent impact assessment of the project.

Exploring the importance of ‘human security’ in Urban Resilience
While exploring the theme of urban resilience, PAC realized that although the term, ‘resilience’, is used by the scientific community in various ways, its emergence in social science discourse goes back to the work in the environment and climate change domains in the 1960s and 1970s. In the recent decades, with the advent of development interventions to eradicate abject poverty and inequalities in the poor countries, terms such as resilience have gained much currency to explain the phenomenon of natural and man-made disaster/calamity induced vulnerabilities and the ability or the lack of it at the household, community and population levels, to cope with and adopt ways to mitigate them.

PAC provided a conceptual framework for the term resilience in an urban context using the human security approach that explains the resilience of the community to persistent vulnerabilities.
CITIZEN ACTION SUPPORT GROUP

What we do?

Citizen Action Support Group (CASG) that facilitates citizens’ informed participation in the governance process to improve the quality of service delivery and enabling this through awareness, advocacy and capacity building;
Citizen Action Support Group

The mandate of the group is to convert the research at PAC into sustainable action, facilitate conversations between state agencies and the community with the objective of promoting transparency in public services. The thrust of the CASG effort is on building capacities in the community for a rights-based approach to foster participatory governance. Raising awareness, strengthening advocacy and bridging the distance between the citizens and the government are the focus areas of the group. It also provides platforms for citizen-government dialogue at the city, national, and international level.

Its initiatives include:

A study on Performance of School Development Management Committees (SDMC) in Karnataka

The School Development and Monitoring Committees (SDMC) represent the hallmark of decentralized governance under the Right to Education Act. Karnataka was a pioneer state in practicing participatory governance through SDMC in the year 2001. In the sixteen years of its functioning, SDMC have served the its underlying objectives, rather poorly. Even more serious is the fact that the aim of instilling community ownership of schools has not been achieved by the Committees.

This study aims at understanding the underlying issues that hinder SDMC from realising its real potential in the state of Karnataka. We have ensured that all the 34 educational districts of Karnataka are covered by the study. The study was conducted in 204 schools selected from all educational districts across the state of Karnataka. Primary data collection has been conducted in these government schools with the help of trained investigators from the District Level Partner Organisations. Personal Interviews were conducted using questionnaires for 2698 respondents, mainly the Parents and Head teachers who form the SDMC.
Citizen Monitoring of Fair Price Shops (FPS) under Public Distribution System in Karnataka

Public Affairs Centre has carried out a study on the ‘Effectiveness of Monitoring Mechanisms in the Public Distribution System in Karnataka’, applying the Citizen Report Card (CRC) methodology developed by PAC. The study mainly focused on grievance redress and monitoring mechanisms embedded in the scheme. The study found that none of these mechanisms were working effectively, thereby undermining the effectiveness of the PDS implementation. Food inspectors were reported to be overworked within the jurisdiction. The survey revealed that Vigilance Committees were not functioning well resulting in the lack of accountability among service providers.

The project will focus on empowering select citizen representatives who are beneficiaries of the scheme and monitor the functioning of FPS as per the norm set by the Food Security Act, 2013. The Citizen Monitoring and Audit Team will monitor the functioning of FPS by understanding the process of receiving, stocking, and distribution of food and non-food commodities to the genuine card holders. The volunteers will be trained to use the CRC tool to check the standards adopted by the owners of FPS, relative to the norm and give their feedback through the Citizen Monitoring and Action Team, which in turn will be used for better regulation, monitoring and evaluation of FPS under PDS.

Completion of Citizen Monitoring of Pradhan Mantri Gram Sadak Yojana Project in 7 states - Phase 2

The Project ‘Citizen Monitoring of Rural Roads under Pradhan Mantri Gram Sadak Yojana (PMGSY) - Phase 2 has been completed. Throughout the process, a sense of ownership was instilled among the local community towards their village roads and a ‘buy-in’ was created among the villagers regarding their role in better local monitoring of the construction and maintenance of ‘their’ roads.
In addition to technical knowledge through Citizen Monitoring and Action Team (CMAT) training and training of Master Trainers, awareness was created regarding avenues for grievance redress. The larger objective was to fine tune and put in place a robust and sustainable process for citizen monitoring of PMGSY roads that could be scaled up and replicated across the country by mobilising the village community to continuously monitor their own roads.

**Public Lecture on Anti-Corruption Day**

The Public Affairs Centre and Transparency International India – Karnataka, organised a Public Lecture on the Implementation of Anti-Corruption Law on the occasion of Anti-Corruption Day. The Chairman of the PAC, Justice M.N. Venkatachalilah was the chief guest at the lecture. Justice N. Kumar Former Judge of High Court of Karnataka, and the Chairman of Transparency International, India Karnataka, Shri V. Balasubramanian attended the lecture.

The Coalition against Corruption (CAC) is a network of six dedicated non-profit organizations involved in improving the quality of governance. The CAC aims to combat corruption in public agencies and seeks to achieve its aims by facilitating cooperation among governmental institutions, civil society organizations and individuals. The CAC uses various tools like the Right to Information Act to enhance accountability and transparency in the working of public agencies.
ENVIRONMENT GOVERNANCE GROUP

What we do?

Environmental Governance Group (EnGG) that engages in research and community action to strengthen sustainable development approaches by empowering citizens with knowledge and giving them voice in environment governance decisions;
Environment Governance Group

The team works on climate change, environment and ecology from the perspective of the Sustainable Development Goals for sustainability at the community level. Much of the work that we have undertaken has sought to connect local action to adapt to climate change, livelihood coping strategies of the poor, and the role of participatory governance through community based institutions in enabling sustainable production and consumption that can be scaled up and is replicable. The group works with a number of stakeholders including rights based Non-Government Organisations (NGO), NGO networks, media groups, policy makers and government departments to build synergies for addressing the gaps in environmental governance to help secure the livelihoods of the poor via analysis and research.

Some of the projects include:

Developing the Resilient City Index

For assessing the resilience of an urban center, PAC formulated a composite index called the "Resilient City Index". The idea was to assess a city’s institutional, economic, ecological and social resilience identified as the four pillars of urban resilience – and formulate them into a single composite index. By incorporating the social and governance components into the measurement of resilience, PAC hopes to provide a standardized rubric for assessing the “overall resilience capacity” of Indian Cities. The study is also a component under the organisational theme of "urban resilience" and contributes to PAC’s effort in developing expertise in the sphere of urban resilience.

A research study titled ‘Towards a Better City Index: Developing an Urban Climate Resilience Index’ was taken up during the 2015-16 period. A pilot study undertaken to score and compare the resilience of two cities – Bengaluru and New Delhi focused on the components of institutional (governance) and ecological (environmental) resilience of the above two cities. The study was presented to experts during the thematic review workshop held at PAC under the theme urban resilience and was also discussed in a peer review meeting. It was recommended that the name ‘Better City Index’ be changed to ‘Resilient City Index’ considering the objective of the study. The development of the composite index is under progress for 20 other cities across the country to compare cities and identify priority areas within them to build city resilience.
Community Led Environmental Impact Assessment (CLEIA)

Citizen Led Environmental Impact Assessment Toolkit (CLEIA) an innovative toolkit is an attempt to develop a participatory interactive approach to improve the involvement of local communities at various stages in the EIA process. CLEIA is designed to ensure that the citizens are empowered to effectively communicate with project proponents or clearance authorities with structured data to back their issues with any projects. This study highlights the need for a tool for enhancing public participation within the EIA process. The toolkit is designed to enable engaging the community and bring the locals together, communicate among each other and reach a general consensus on the project details. The toolkit is simple, yet effective in gathering the citizen perceptions on the proposed project, and identifies mitigation strategies to reduce the impacts. The tool was applied in conjunction with a project on ‘Citizen Monitoring of PMGSY Roads’ which was undertaken by PAC in collaboration with the National Rural Road Development Agency and the World Bank.

Observations:

• The roads laid under the PMGSY scheme have impacted the local environment and social conditions significantly.

• Though PMGSY roads have increased income levels in villages, through improved connectivity, they have also impacted local environment and ecology, especially agriculture livelihoods, drinking water sources and water bodies in addition to cutting of trees.

• Soil erosion caused during construction of the road has affected agricultural practices in all the states.

• The measures undertaken were mostly in terms of tree plantation in all the states with Jharkhand and Karnataka reporting the highest number of trees.
Assessing the Double injustice of Climate Change and Urbanisation on Water Security in Peri-Urban Areas around Bangalore

This path breaking study was the first step towards a larger initiative undertaken with the support from Environment Management and Policy Research Institute (EMPRI), Bangalore. This study assessed the double injustice brought upon due to unchecked resource extraction and climate change on peri-urban communities; and underscores the need for inclusive and participatory planning to achieve national and international goals such as SDGs. It documents experiences and perceptions of peri-urban communities on water security, through a case study of peri-urban areas located around Bangalore, India. This was undertaken in partnership with our field partner SACRED (Social Animation Centre for Rural Education and Development) who helped us gather primary data from the field.

The study methodology and findings were reviewed and shared with experts from government departments, academia, practitioners and researchers through a stakeholder consultation that was held on 14th October 2016 at EMPRI. Inputs were received by experts from TERI, ARGHYAM, CSTEP and EMPRI in addition to the President and community members from Manchanayakanahalli Gram Panchayat including members of SACRED. The stakeholder consultation provided a platform to the community to share its experiences with the experts regarding water security in their area. The consultation raised questions and clarifications regarding the CCSC methodology followed and threw light on the further scope for the study.

Preparation of a Status Report of water Resources in Karnataka

Advanced Centre for Integrated Water Resources Management (ACIWRM) entrusted to the PAC the task of preparing a status report on water resource development and management, water governance, institutional arrangements, water related policies, and cross-boundary issues and agreements’ of Karnataka State as a part of State Specific Action Plan on Climate Change for the Water Sector under the National Water Mission. The report maps the state’s ground and surface water availability, demand, issues of
sustainability that need attention and recommends some measures to mitigate the growing problem of water scarcity. The report is the first step to identify strategies and actions to achieve the goals of the National Water Mission.

Study on Societal Impact of Climate Finance

The Environmental Governance Group, undertook a study titled ‘Assessment of the societal impact of climate finance delivery at the state level - A pilot study in Karnataka.’ A detailed mapping of the fund flow mechanism through a secondary research has been carried out. It studies the international efforts taken up in terms of climate finance, the status of climate finance flow in India, related policies, institutions and a case study of Karnataka, specifying budget allocation sector wise. The next step of the study included a thorough literature review on the existing frameworks present at various levels for monitoring and evaluating the effectiveness of financial resources used for implementing adaptation and mitigation projects. After robust team discussions, a framework for assessing societal impacts of climate finance at the local level will be developed in the next few months after considering the reviews of the existing frameworks to study adaptation and mitigation projects.

Demo training session on operating the PAC Waste Tracker Application-Janata darshan

Janata Darshan is an event organized by Vijayavani (Kannada daily newspaper) in different wards of the city conducted every Saturday. It is a grievance redress event for the residents of that neighbourhood and an opportunity to present their concerns to the Corporator and MLA, and is moderated by the organizers. PAC was invited by Mr. S G Nagaraj, Corporator ward 81 to present the PAC Waste Tracker app in the Janata Darshan that was organized by Vijayavani in his ward. Mr. J. Jangal, Mr. Arvind L Sha, Ms. Poornima. G.R, Ms. Priyanka Agarwal and Ms. Bhargavi. N and Mr. Bhavani Shankar (from SPAD) attended the event and described the PAC Waste Tracker and its uses to the community and the local MLA.
POLICY ENGAGEMENT AND COMMUNICATION

What we do?

Policy Engagement and Communications (PEC) Team that frames the research, and produces, synthesizes and disseminates PAC’s work amongst multiple stakeholders to strengthen and maximize its impact; and
Policy Engagement and Communication (PEC)

The importance of the process of influencing opinions amongst leaders and policy makers to mobilise them as change agents and of mobilising ‘community agency’ – enabling communities to function not as a collection of mere beneficiaries but as a collective for participatory governance that fosters a step-change in beliefs and practices are well known. Less known is the need for a fine, nuanced, but precise framing of research findings and their communication. In this, PAC has followed the traditional approach, of structuring empirical findings through the written word. Yet, we realise that a picture is worth a thousand words and have experienced the power of non-verbal cues based communication strategies on the ground, especially in our community engagement. The thrust of the PEC group is now on integrating PEC in the work of all the research groups, from the project design to the exit strategy stage. Equally, the team produces, synthesises, and disseminates PAC’s research findings to multiple stakeholders’ (NGOs, think tanks, government – state, central and other parastatal organizations, the media and the most important stakeholder – the citizen) to strengthen and maximise its impact.

A brief overview of its work is set forth below:

Media Engagement for the Centre

<table>
<thead>
<tr>
<th>Coverage Received</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>5</strong> articles on The Public Affairs Index</td>
</tr>
<tr>
<td><strong>2</strong> articles on Anti-Corruption Day 2016</td>
</tr>
<tr>
<td><strong>5</strong> articles on In the Rear-View Mirror</td>
</tr>
</tbody>
</table>

Designing Social Media Campaigns

<table>
<thead>
<tr>
<th>Analytics</th>
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</thead>
<tbody>
<tr>
<td><strong>April 2016</strong></td>
</tr>
<tr>
<td>2500 likes</td>
</tr>
<tr>
<td>280 followers</td>
</tr>
<tr>
<td><strong>March 2017</strong></td>
</tr>
<tr>
<td>2693 likes</td>
</tr>
<tr>
<td>370 followers</td>
</tr>
</tbody>
</table>
World Environment Day Campaign

Highlighting PAC’s commitment towards turning its 2-acre campus carbon-neutral the PEC team designed a campaign for World Environment Day, June 5th, 2016. The month-long campaign involved the creation of a “PAC goes green” video featuring PAC staff, which was released on World Environment Day, which was shared on PAC’s social media pages. This campaign also involved the sharing of diverse infographics created by our communication consulting firm Pink Lemonade along with a massive online news media campaign as well.
PAC Waste Tracker

Turning towards technologically driven solutions to solve the garbage crisis in Bangalore, PAC developed the ‘PAC Waste Tracker’, a mobile app that helps citizens inform authorities on unattended garbage in their neighbourhood. In the run-up to the release of the app, which is in its testing phase, the PEC team created a social media campaign to inform citizens on the availability of such a platform for participation.
Administration and Finance

The Administration and Finance group supports the programme activities of the Centre by ensuring adequate availability of physical resources, internet, latest software as also maintaining proper accounts of the receipts and payments and ensuring prompt statutory compliance. The team also diligently prepares and submits the financial utilisation reports to the various stakeholders as per the terms of the Grant agreements.

Financial Summary

![Consolidated Balance Sheet as at 31 March 2017](image)
## Consolidated Income & Expenditure Account for the year ended 31 March 2017

### INCOME

<table>
<thead>
<tr>
<th>Particulars</th>
<th>Schedule</th>
<th>Earmarked Fund</th>
<th>Endowment Fund</th>
<th>Designated Fund</th>
<th>General Fund</th>
<th>Total</th>
<th>Grand Total</th>
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<tbody>
<tr>
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<td>38,221,454</td>
<td>82,464</td>
<td>768,460</td>
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<td>FC</td>
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<td>IC</td>
<td>FC</td>
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<tr>
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<td>61,803</td>
<td>61,803</td>
<td>61,803</td>
<td>IC</td>
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<td>61,803</td>
<td>61,803</td>
<td>IC</td>
<td>FC</td>
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<tr>
<td>Sale of Asset</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>IC</td>
<td>FC</td>
</tr>
<tr>
<td>Donations/Other Grants</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>IC</td>
<td>FC</td>
</tr>
<tr>
<td>Training Income</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>IC</td>
<td>FC</td>
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<tr>
<td>Rental Income</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>IC</td>
<td>FC</td>
</tr>
</tbody>
</table>

**Total**

9,209,698

- 41,465,511
- 467,003
- 992,464
- 768,460

2,033,804

- 120,584
- 12,478,965
- 42,575,659

55,057,624

60,583,842

### EXPENDITURE

<table>
<thead>
<tr>
<th>Particulars</th>
<th>Schedule</th>
<th>Earmarked Fund</th>
<th>Endowment Fund</th>
<th>Designated Fund</th>
<th>General Fund</th>
<th>Total</th>
<th>Grand Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration Expenses</td>
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<td>2,071,501</td>
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<tr>
<td>Programme Expenses</td>
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<tr>
<td>Personnel Expenses</td>
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<tr>
<td>Purchase of Assets</td>
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<td>4,048,915</td>
<td>4,048,915</td>
<td>4,048,915</td>
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</tr>
<tr>
<td>Depreciation</td>
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<td>388,142</td>
<td>388,142</td>
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<td>IC</td>
<td>FC</td>
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</tbody>
</table>

**Excess of Income over Expenditure**

14,872

- 3,244,176
- 487,003
- 992,464
- 768,460

1,448,648

- 120,584
- 12,478,965

42,575,659

7,083,532

### TRANSFER OF SURPLUS / DEFICIT

<table>
<thead>
<tr>
<th>Particulars</th>
<th>Schedule</th>
<th>Earmarked Fund</th>
<th>Endowment Fund</th>
<th>Designated Fund</th>
<th>General Fund</th>
<th>Total</th>
<th>Grand Total</th>
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</thead>
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<tr>
<td>Transferred to Earmarked Fund</td>
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<td>487,003</td>
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<td>768,460</td>
<td>IC</td>
<td>FC</td>
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<tr>
<td>Transferred to Endowment Fund</td>
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<td></td>
<td>487,003</td>
<td>992,464</td>
<td>768,460</td>
<td>IC</td>
<td>FC</td>
</tr>
<tr>
<td>Transferred to Designated Fund</td>
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<td></td>
<td></td>
<td>487,003</td>
<td>992,464</td>
<td>IC</td>
<td>FC</td>
</tr>
<tr>
<td>Transferred to General Fund</td>
<td>14,865</td>
<td>3,244,176</td>
<td>1,448,648</td>
<td>120,584</td>
<td>768,460</td>
<td>IC</td>
<td>FC</td>
</tr>
</tbody>
</table>

**Total**

14,872

- 3,244,176
- 487,003
- 992,464
- 768,460

1,448,648

- 120,584
- 12,478,965

42,575,659

7,083,532

### Note:

Schedules 12 to 15 and 21 form an integral part of Consolidated Income and Expenditure Account.

For and on behalf of the Board

Director and The Chief Functionary
G. Gunasekaran

Director
Dr. H. Sudarshan

For K.B. NAMBIAR & ASSOCIATES
Chartered Accountants
Firm REGN. No. 1682135
CA. RAJANAGAR V.
PARTNER (M. No. 213671)
BENGALURU, 08 JULY 2017
BOARD OF DIRECTORS
The Board of Directors

The Public Affairs Centre has several distinguished members on its board with both experience and expertise. The composition of the board provides the right mix of knowledge on the diverse aspects of the work of PAC including governance, science, and people science in the leadership that they provide to the centre.

Justice M N Venkatachaliah

Padma Vibhushan Justice M N Venkatachaliah, former Chief Justice of the Supreme Court of India is the Chairman of the Public Affairs Centre (PAC) since 2015. Serving in the Judiciary for over 40 years, Justice Venkatachaliah has held several important posts in various capacities including heading the National Human Rights Commission (NHRC) from 1996-1998 and the National Commission to review the working of the Constitution in 2000. Justice Venkatachaliah is also currently serving as the Chancellor of Sri Sathya Sai Institute of Higher Learning.

Dr K Kasturirangan

Padma Vibhushan Dr. K. Kasturirangan, vice-chairman of PAC and former director of the Indian Space Research Organisation (ISRO) is also the Chairman of the National Education Policy (NEP) Committee. The former Rajya Sabha M.P. and Chairman of the Karnataka Knowledge Commission has served as Member of the Planning Commission and as the Chancellor at one of India’s premiere academic institutions, the Jawaharlal Nehru University (JNU).
Dr K R S Murthy
Former Director,
Indian Institute of Management, Bangalore

Dr A Ravindra
Former Chief Secretary, Govt. of Karnataka &
Chairman, Centre for Sustainable Development

Mrs Anita Reddy
Founder-Trustee,
AVAS, Bangalore

Dr H Sudarshan
Founder, Vivekananda Girijana Kalyana Kendra,
B.R. Hills, Karnataka, & Founder and
Honorary Secretary, Karuna Trust

Mr. Sudhakar Rao
Former Chief Secretary,
Government of Karnataka

Dr R Balasubramaniam
Founder,
Swami Vivekananda Youth Movement

Mr. Vivek Kulkarni
Founder, Managing Director,
Brickwork Ratings

Ms Maja Daruwala
Executive Director,
Commonwealth Human Rights Initiative (CHRI)
The Year in Review

"While the focus of the themes is good, PAC needs to ask itself what is that it can do uniquely in its research as far as Urban Resilience is concerned."

Dr. Ashwin Mahesh at PAC’s Thematic Workshop on October 6th 2016

“The essays are a crystallization of practical experience and sound conceptual understanding, along with the gift of advice and suggestions for the improvement of governance.”

Dr. C.K. Mathew, editor of “In the Rear-View Mirror: Reflections of Chief Secretaries” at the book release on 17th March 2016

The Anti Corruption Day Public Lecture held on 9th December 2016 along with Transparency International - Karnataka
PAC’s report “Assessment of BWSSB Services in Bangalore” received widespread media coverage in Bangalore.
PAC decided to make its sprawling 2-acre campus carbon-neutral by introducing solar-powered electricity, implementing rainwater harvesting and cultivating its land through organic methods. These initiatives were well-received in various news portals that lauded our efforts in ‘going green’.
About one acre area on the campus has been converted into a vegetable garden. Every week, the team of around 40 people in PAC takes some of the produce home. Members of the Environmental Governance Group also went to the Lalbagh Botanical Gardens recently to understand how they can grow vegetables in a more seasonal manner.

**PAC IS NOW A CARBON NEUTRAL CAMPUS**

Average rainfall of 870 mm/year

60 rainy days/year

Water harvesting potential of 7 million litres of water
From its solar energy panels that will cater to 90% of the power requirements to rainwater harvesting to growing vegetables on campus, the Centre’s attempt to be a carbon neutral campus is well under way. In 2014 PAC consciously decided to put its two-acre campus to good use and build sustainable solutions around it. It started with the setting up of a modular air quality monitoring station—a citizen led initiative to measure carbon-monoxide, suspended particulate matter (including dust), nitrous oxide in addition to temperature, humidity and rainfall.

The PAC weather station is one among 17 such stations across Bangalore. Rather than relying on grid electricity and fuel (to feed generators during power outages) PAC installed solar PV rooftop systems for captive consumption that could be integrated with existing electricity infrastructure to offset a major part of the organization’s energy needs, sustainable infrastructure and a better quality of life for all”. Currently PAC’s Solar Power Plant on campus has a capacity of 9.9 kWp, and can easily cater to the current usage of the campus which stands at 1480 units per month. The rainwater harvesting annual potential from PAC’s campus is 7 million litres of water, which will recharge the ground water in addition to the existing water storage tanks. PAC attempt at being a carbon neutral campus is the institution’s way of aligning to Goal 12 of the Sustainable Development Goals, “Ensure sustainable consumption and production patterns”, which promotes “resource and energy efficiency.”
### Gender Break-up of Staff Salary Levels for 2016-17

<table>
<thead>
<tr>
<th>Pay Scale &quot;(amount in Rs. '000)&quot;</th>
<th>No. of staff</th>
</tr>
</thead>
<tbody>
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<td></td>
<td>Male</td>
</tr>
<tr>
<td>P1 - (70 - 7 - 140)</td>
<td>0</td>
</tr>
<tr>
<td>P2 - (50 - 5 - 85)</td>
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</tr>
<tr>
<td>P3 - (35 - 4 - 75)</td>
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<td>P5 - (15 - 2 - 35)</td>
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<td>A2 - (20 - 3 - 50)</td>
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<td>A4 - (10 - 2 - 20)</td>
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<td>A5 - (06 - 1 - 15)</td>
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<tr>
<td>A6 - (04 - .600 - 10)</td>
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</tr>
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<td><strong>TOTAL</strong></td>
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Publications